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UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

RECORD OF DISCUSSION AND ACTION

AT REGIONAL FORESTERS' MEETING

Nov. 18 to Nov. 23, 1936

Washington, D.C.



## INDEX OF CONTENTS

<u>DISCUSSION</u>		<u>PAGE</u>
1. PERSONNEL MANAGEMENT -----		1
Development Personnel Committee Report -----		2
Statement of Policy on Professional Character of Personnel Management Positions -----		12
Deduction of Personnel -----		12
Fluidity of Personnel between Units -----		13
2. Organization -----		14
3. Inspection -----		14
4. Public Relations -----		14
5. Revision of National Forest Manual -----		15
6. Integration of National Forest & Private Timber -----		15
7. Erosion Control -----		15
8. Park Approach Roads -----		15
9. Acquisition -----		16
10. Fulmer Bill Administration -----		17
11. Cooperative Relations with other Bureaus -----		20
12. Wilderness Areas -----		22
13. Improvement Maintenance -----		27
14. Cost Accounting Records -----		27
15. Permanent forms of ECW -----		27
16. Range Management -----		29
17. Wildlife -----		29

Record of Discussion and Action at Regional Foresters' meeting  
November 18 to November 23, 1935  
Washington, D. C.

PERSONNEL MANAGEMENT:

(1) Report of Committee on development for leadership.

In line with the report on "Higher Leadership" presented at the Regional Foresters' meeting last November, the Chief appointed a Committee composed of Show, Winslow, Loveridge, and Keplinger to study and report on the problems of developing men for leadership positions. Show gave a summary of the Committee's preliminary report which was unanimously accepted. Concensus of opinion was that the recommended program has great merit and the proposals should be inaugurated as soon as possible.

The Chief announced that the present Committee should continue its work until the new office of Personnel Management is organized.

The summary and preliminary Committee report follows:

O  
Personnel  
Training

SUMMARY OF PRELIMINARY REPORT PERSONNEL DEVELOPMENT COMMITTEE

1. How Committee was appointed - membership - work done - consultations - study of literature - canvas of industrial experience, etc.
2. Primary objective all round administrative skill rather than technical specialization.
3. Production of fully qualified leaders involves continuous process starting with selection of new men, and carrying them through continuous process, with successive eliminations at different levels. National Forest leadership more and more involves adjustment with economic and social world.
4. Program involves legal recognition of training - setting up of additional portions, etc. Estimate \$636,000. Basis for estimate. Refer Omnibus Bill - possible earmarking money.
5. Go farther in treating employees as all-service pool - strong personnel division in Washington Office - more adequate records, particularly on younger men - reconsider system of records - work out with Regional Foresters and Directors Assignments. Refer Army Navy Central Control.
6. Try different basis for recruiting on limited scale - men with broad educational background in economics, business public administration. Refer Civil Service Examiners - Consular Service Examination.

7. Face decision whether Service should take over larger part of purely vocational Education (craftsmanship) now given in forest schools. Essential of men with broader background to be obtained. Pros and cons. Service can control, as principal employee. Any change of course gradual. Immediate problem of systematic contact with Schools - Graves.
8. In-Service training program. Clearly desirable continue and expand group training camps of types now used - on Regional basis.

Desirable expand as regional projects advanced training of R-5 type. Greater use of special assignments - such as details to Divisions in Washington Office - assignment on special projects (Grazing Study, etc.) of carefully selected men.

Final and highest type - probably patterned on War College - relatively small groups of carefully selected men - very strongest leadership - difficult assignments. Such training necessarily in Washington.

Broad proposition that high level ability can quickly orient itself and be effective on new problems under unfamiliar environment.

9. Future work of Committee.

Publication of bulletin.

Further study of advanced training and development methods.

Further study of relations of Forest Service to Forest Schools.

Continue a committee.

#### DEVELOPMENT PERSONNEL COMMITTEE REPORT SCOPE OF COMMITTEE'S STUDY

At the Regional Foresters' meeting in April, 1935, consideration was given to the problem of systematic personnel development and training for future higher leadership. This resulted in a definite recommendation by Regional Foresters and Directors to the Chief for appointment of a joint committee to study and report on this problem. Subsequent to appointment of the committee and a preliminary meeting in May, work was initiated by committee members working individually on specific assignments, followed by a meeting in Washington in July.

In its study of the problem the Committee undertook a critical analysis of training plans of governmental organization here and abroad, and of those used by industry. This study is not complete, but it will be continued, so that training experience of other organizations, main trends in training work, methods employed, results obtained and practical developments in personnel practices, may be taken advantage of.

An extended sampling has been made, however, of available industrial training outlines. This has given the committee a generalized

laboratory view of the problem, and shown that our approach must be from a direction deviating more or less from industrial methods. Relevant material has been found in recently published books such as "Training Public Employees in Great Britain," "Government Career Service," "Better Government Personnel," and other works by leading industrial training men and by educators. Pertinent literature has been previewed and abstracted.

In addition members of the committee freely consulted with Col. Greeley, Col. Graves and leading educators in Universities of California, Leland Stanford and Ohio State. All were extremely sympathetic and interested in the problem and gave helpful advice and suggestions.

The military organizations, Army and Navy, have had wide experience in the training field, and officials in both organizations were contacted. Major General Craig, Commandant of the Army War College, Major Summers of the General Staff, and Capt. C. H. Davis in charge of personnel training, Bureau of Navigation, discussed their training problems, and gave suggestions and advice regarding our problems. Mr. T. M. Wilson, Chief, Division of Foreign Service Personnel, and Mr. Pinkerton, Director of the Foreign Service School, were likewise consulted. The opinions and suggestions received were evaluated and the report, while treating some phases from an experimental point of view, expresses in the main, certain principles considered fundamental to a long term training program.

#### PLAN FOR ADDITIONAL STUDY

Although considerable time has been given to this study of service training problems, the importance and scope of the subject clearly deserves further thought and research. This generalized report omits some ramifications of the problem, and further time will be required to determine the specific methodology of post service training. The salient points of training as covered here are proposed as sufficient to provide an immediate foundation on which the training program can be built.

On completion of the study early in 1936, a report analyzing the training problem, and outlining the proposed course for the Service will be prepared for publication. This should be a worthwhile contribution to the literature of training, of interest to men in and out of public service, and would further establish the Forest Service as a leader in personnel management. Dr. Stockberger has expressed the thought that our leadership would directly influence other Bureaus in the Department toward development of better personnel.

Moreover, such a publication from the Forest Service is particularly timely, since there is a definite trend now in the direction of training public employees and establishing more firmly a "career service" basis. The moment seems opportune for the Service to establish its comprehensive training program based on fundamentally sound principles.

This preliminary report contains conclusions reached by the committee.

## NATURE OF THE FOREST SERVICE PERSONNEL PROBLEM

The National Forests number 170, including purchase units, and now exceed 165,000,000 acres, scattered in 46 States and two Territories. In the Continental United States alone approximately one-tenth of the total land area is under the administration of the Forest Service. Nearly 6,000 individuals, including 3,000 guards, occupy positions in the regular organization and of this total number 95% are employed in the field force. In addition, several thousand are engaged in "emergency" activities, such as E.C.W., which may become permanent. The Service is organized on a basis of decentralization of authority, made necessary by the wide range of physical, industrial, and social conditions found in the forests and variety of technical problems. Key line positions such as District Ranger, Forest Supervisor, Regional Forester and Forester control the administrative and protective organization of the Forest Service. The men who occupy them largely determine, each in his own sphere, what the Forest Service will do and be. The National Forests have been dedicated to multiple use and Forest officers, particularly in line positions, are essentially land managers conducting the work toward its objective by making the best possible use of all resources, including forage, timber, wildlife.

These officers are called upon, as administrators, to plan, organize, control, coordinate and integrate multiple land-use activities in such a manner so as to better the interests of the greatest number of people. The new interest in conservation, with its new and greatly enlarged forest programs, has created wholly new types of forest activities, and has placed related responsibilities and duties on administratively responsible forest officers. Stabilization of communities and industry, supplying needed work projects, development of land-use plans, and activities in rebuilding the rural economy, has occupied most recently the attention of the Forest Service and is illustrative of the social and economic service the National Forests can perform under efficient administration. The emphasis on the administrative functions, of a far flung decentralized organization, and particularly its rapid expansion and growth has intensified the problem of obtaining and training thoroughly competent individuals for national forest work. This complex training problem is clearly unique to the Forest Service.

In a professional organization, handling many fields of biological, engineering, social, economic and research work, a wide variety of technically proficient specialists is required. This the committee accepts as axiomatic, but it has proceeded on the premise that the urgent need is for all-around administrative skill, which can utilize the technician while steering thru the complex readjustments of a changing world.

Training as an important part of management has long been recognized and used by industry. The military forces, namely, the Army and Navy consider "training a function of command" and have established and operate a comprehensive system for continuous training of all personnel. The Forest Service, though from the start having an appreciation for training, in the early days relied principally on the experience and knowledge of its personnel and training by the doing of jobs. Men in the ranger positions were then able to discharge their duties successfully without definite in-Service training. Since 1900 forest schools have

been training students principally for positions in the Service. The Service training and development of individuals has for the most part been accomplished through individual effort and ambition, training through doing daily jobs, experience, and in more recent years by specific training plans for certain classes of positions.

The early selection and training of men for positions to which is attached leadership and administrative responsibility has been left largely to chance. With the exception of the training courses for men in positions of lesser responsibility, unmistakably our past attention to training has been seriously inadequate and something in addition to past efforts is urgently required.

With the sharp revision in the national social and economic structure, enlargement and growth of the organization, normal turnover of personnel, the new concept of conservation and the character and responsibilities of Forest Service work, training must now be given much greater recognition as a major function of administration. It is impossible, even with the fine civil service selection system, to expect men entering the Service to discharge their duties efficiently and satisfactorily without more and better in-Service training.

Under the present recruiting system, graduates of forest schools appointed to positions from the Junior Forester or Junior Range register, while having been educated in the fundamentals of forestry, lack proper training in the technique and operating methods of the Service. The forest schools cannot produce graduates fully qualified as craftsmen, technicians and specialists without sacrificing instruction in fundamentals and more rather than less education in the basic principles is required. Training on the job cannot alone achieve the results and develop properly qualified forest officers, because all men are not competent trainers and individual jobs do not permit full rounded out training of men. The schools are not educating graduates in the administrative function, and experience has taught us that fine technicians and specialists do not necessarily make good administrators. Further, after men reach a certain level in the Service, their usefulness and advancement depends more on all-around administrative than on specialized technical ability. These facts emphasize the necessity for establishment and operation of a more comprehensive training program with the Service giving proper recognition to necessary vocational training and systematic, purposeful selection and development of an efficient managerial personnel.

The following specific recommendations are considered essential to and constitute the general framework of a Service training program:

1. Securing legal recognition of training as a major activity by a specific appropriation of \$636,000, required for the financing of an adequate training program and increase in positions for training purposes.

2. Establishment and organization of a centralized Personnel Division in the Washington Office in charge of a fully competent man, having adequate powers and staff to initiate and direct training activities and render constructive personnel service.

3. Broadening the base in recruitment of personnel, on an experimental basis. Induct into the Service a limited number of individuals from schools other than Forestry, such as economies, business and public administration.

4. Development of a comprehensive Service training policy in the direction of vocational training. Exert continued pressure on forest schools to educate in fundamentals and broad cultural subjects, with post Service vocational training, in order to develop Forestry-Statesmen type of leader.

#### 1. BUDGETARY REQUIREMENTS

Formal recognition of training needs, through legislative appropriation of necessary funds is of primary importance. It is estimated that an annual appropriation of \$636,000 is necessary for establishment and operation of an effective, comprehensive, in-service training program. This amount is approximately .5 of 1% of the total budgetary estimates of the Service for fiscal year 1937. Considering that nearly 3,000 members of the organization will receive training, the cost would be about \$200 per capita per year. The basis, used in determining the amount of funds required, was the normal turnover or replacements to be trained annually for each group of positions.

Experience shows that men occupying operative positions cannot be released for training on account of work load, and a certain number of extra positions are necessary if proper training is to be given. Affirmative and thorough training is clearly impossible under existing operating conditions and unless an adequate budgetary set-up of positions for training and expenses is provided, service training will continue to be given in a haphazard manner by boot-leg methods.

#### II. ORGANIZATION

Secondary in importance to financing a training program is the organization of a centralized Personnel Division in the Washington Office. If the entire Service personnel is to be used as a reservoir of men for assignment service-wide, as the committee recommends, and the training of men is based on a comprehensive, systematic plan, coordination and centralization of the personnel function is necessary. The division under a highly competent and able man would be responsible for formulation or review and coordination of all training plans and activities. The Personnel Manager (or the Assistant Forester in charge of such activities) would of necessity have real authority, and be responsible to the Forester directly. This office would set up and maintain a central personnel record system in which complete information concerning the education, experience, aptitude, and progress in the Service of each individual would be kept, based on periodic service or efficiency reports. On periodic reviews of the records and evaluation of potential candidates, systematic changes of assignment could be effected and best men placed in positions of administrative responsibility in the Service. A centralized division would prepare a classification scheme, routinizing promotions and horizontal transfers, rather than leaving it to chance, and

would be able to eliminate hastily filled positions and selfish concealment of promotional material. A fair and impartial attitude, correlated with a fine sense of reality on the part of the central personnel division would surely receive the sympathy and support of personnel policies on part of Research and the Regions, with an end result of a better, more uniformly efficient personnel.

### III. RECRUITMENT, SELECTION AND TRAINING

If the higher positions in the Forest Service are to be filled as they become vacant, with all-around men of high leadership calibre, it is essential that efforts be made to induct into the Service only the best men who offer themselves, and early identification made of those possessing high potentialities. Certain common denominators can be used in the selection of candidates, such as character, intelligence or native ability, family background and collegiate records both scholastic and extra curricular. We should devote more attention to recruitment of men and secure only those with high qualifications, such as the system that has been practiced by military forces, both here and abroad. The twenty-four recognized forestry schools are training graduates primarily for positions in the Forest Service, and since the Civil Service Examinations exert a great influence on their respective curriculas, they have chosen to prepare technicians and their graduates lack broad knowledge and education in social sciences.

On a long term basis, we should probably move in the direction of in-Service vocational education and training, allowing recognized forestry schools to give elementary technical knowledge, and broader cultural education. If our movement toward vocational training is undertaken in an affirmative manner over a period of years and with increasing emphasis on this phase of training, and the Civil Service exams also modified, forest schools will perform modify their curriculas. No abrupt change would be necessary in activities of forest schools but the influence of Service post entry training would gradually direct the educational institutions to educating undergraduates in fundamentals and giving them broader training.

On an experimental basis, it appears desirable to recruit a limited number of individuals of high potentialities, from other than forestry schools. Schools of Economics are giving men broad general educations now, and if supplemental vocational in-service training is given to men having high native ability, we will develop men of the Forestry-Statesman type for leadership positions in the Service.

Provided graduates from other than forestry schools are thus recruited an examination in general conformation to that given to candidates for positions in the American Foreign Service, might well be given by the Civil Service. By broadening the base for recruitment of Service personnel, we would place a premium on intelligence, character, and ability, and the influence of men with broad knowledge as opposed to a limited technical viewpoint, would preclude dangers of inbreeding and rigidity of view.

It is through establishment of a positive recruitment system, securing men having high potential ability, and exercise of the probationary period we will form the basis for our training program.

The training of men progressively, who occupy positions in the administrative channel or career ladder, for advancement seems of primary importance. Sufficient study has not been given to methods, curricula or specific character of the general training plan to make definite and final recommendations at this time.

#### IV. SERVICE TRAINING PROGRAM

Consideration has been given to training for several classifications of positions, namely:

Executive Assistants - Assistant Forest Ranger - District Ranger - Assistant Forest Supervisor - Forest Supervisor, and

Higher leaderships group, assistant to assistant Regional Foresters and above. Directors and Assistant Directors of Research stations, Regional Foresters, Assistant Regional Foresters and Washington Office staff men as a group. A number of methods of training are suggested:

##### A. Group Training: (Formalized and informal)

###### 1. Orientation Courses for new appointees - Assistant Rangers.

- (a) Techniques, methods, operation conditions.
- (b) Organization, policies, objectives, internal organization.
- (c) Basic and Social Sciences.

###### 2. Specialized Schools - District Rangers - Staff Technicians

- (a) Fire Suppression technique.
- (b) Recreational plans and Management.
- (c) Timber Management - etc.
- (d) Grazing management. Improvements.
- (e) Game management.

###### 3. Advanced Training for District Rangers

- (a) Bringing men up-to-date -- stimulation courses.  
New procedure - mechanics - plans and planning  
Appreciation of job and responsibility.

###### 4. Advanced Training - Assistant Forest Supervisors

- (a) Individual work on common problem.
- (b) Development of separate component part of problem by conference.
- (c) Inspection training - job analysis and planning.

###### 5. Advanced Training - Forest Supervisors

- (a) Conferences on policy.
- (b) Committee assignments.

###### 6. Higher Leadership Group

- (a) Conferences and committee problem assignment.

The last group will be composed of prospective candidates for positions of high leadership in the Service, selected from among men of already identified all-around ability. The general pattern for training this particular group should be by group or committee method, where individuals are placed on committee, each committee being assigned specific problems, such as land acquisition policy, current timber sale policy, and Clarke-McNary policy. Problems would be reported on by the committee members, thus not only directing the course of the Service by thorough study of current problems, but training of individuals and giving higher responsible officers an opportunity to appraise individual ability and capacity. It is axiomatic that this Forestry-Statesmen college should be held in the City of Washington, because of availability of unlimited library and documentary resources, contact with other departments and governmental agencies and to permit participation by the Forester and his staff. At this juncture, and of immediate feasibility, men being considered as leaders of tomorrow, should be given details to the Washington Office and assignment temporarily to stations or Regional offices, in operating positions as a medium of testing abilities. A number of these testing assignments could be made at the present time and if future leaders are to have the broad training and experience necessary, and if the best men available are to be selected, prompt, planned use of this medium should be made.

#### 7. Executive Assistants

(a) Orientation - interpretation of records, executive management, - PR etc.

#### (b) Individual Assignment

This training method can be used to advantage for men who have demonstrated superior ability and for broadening and testing potentialities. Individuals can be used in operative positions.

(c) Change of Assignment - Horizontal Transfers - Details could be used in all classes of positions for broadening and rounding out training and experience of individuals. Used as a test of ability. Interchange between Regions and also Research and Regions.

#### (d) Training on the Job

This is to be a continuing activity - Subordinates to be trained while on job. The importance of this form of training should be emphasized and organization of the line organization to accomplish this properly.

A training program based on well developed, comprehensive plans would be continuing and operated in a planned and systematic manner. Throughout the training appraisals, identifications, classification and segregation of individuals of certain abilities would be carefully made. Centralized schools for training trainers and securing uniformity might be necessary. However, preliminary study indicates that decentralized Regional schools would be best adapted for formal group training.

The significance of the committee recommendations, charting as they do, a new course for the Service in its concept of personnel management, are deserving not only of serious consideration, but of immediate

affirmative action. While some proposals are admittedly revolutionary departures from accepted dogmas of Service personnel management, it is firmly believed that they will guide in the right direction. We accept and use the products of forest schools, and the Service should, as a consumer, have the right to make its wishes known and specify the type graduate desired. Even with the best of education, training is necessary to bridge the gaps between the University and the Service, giving the individuals orientation and partial application of theories learned. It is essential that school education be supplemented by vocational training. Good forest administration calling for the application of wide knowledge and many personal qualities, necessitates training and development, not only of leaders but of an efficient personnel. Trite as it may be, the most perfect plans cannot be executed by an inefficient staff.

## BUDGETARY CHART

Position Classification	Present number	Aver- age pos- tions	Turn- over	years on job	No. men needed Annually	Train- ing posi- tions needed	Travel expenses	Instruc- tors	Library, special and misc. equipment	Salar- ies of men in train- ing	Totals
						Training positions needed				Library, special and misc. equipment	
Executive Asst.	170	5	17		8	15	6,000	3,000	..	45,000	54,000
Asst. Ranger	208	..	..		..	110	45,000	35,000	10,000	220,000	310,000
Dist. Ranger	784	7	15		50	..	..	..	..	..	..
Asst. Supervisor	100	..	..		..	20	10,000	..	2,000	64,000	76,000
Forest Supervisor	170	7	15		12	..	..	..	..	..	..
Asst. to Asst. Reg. Forester	60										
Asst. Regional Forester	70										
Asso. Director	13										
Asso. Regional Forester	11	5	20		20	10	20,000	24,000	17,000	100,000	161,000
Director:	13										
Regional Forester	11										
Asst. to Asst. Forester	8										
Asst. Forester	8										
Asso. Forester	3										
	1,629	..	..		90	155	81,000	62,000	29,000	429,000	601,000
Centralized Personnel Division					1 Director 4 Staff				15,000	20,000	35,000
Cost Totals							81,000	62,000	44,000	449,000	636,000

(2) Statement of policy on professional character of personnel management positions:

The Department of Agriculture is attempting to put personnel administration on a professional basis and bring the work in all bureaus up to that level. In this general movement the Forest Service is cooperating. As a part of the plan, Personnel Management in the Regions has been recognized at the ARF level. But this means that only men who qualify professionally can be appointed to these positions.

The new Division in Washington will be organized on that basis. It will, without interfering with the decentralized activities of the Regions, furnish a centralized constructive coordinating leadership. This will mean a centralized movement progressively for advancement. It means new policy and to some extent new method. It includes such things as are now being formulated by the committee appointed on the recommendation of the Regional Foresters.

In addition, there is now a Nation-wide movement for "better public personnel." Leaders in the movement have recognized the work of the Service as being outstanding in this field. The new Division will maintain this position and help to guide the movement along practical lines in order that it may make a real contribution to its objective.

In training, the Forest Service has been credited with being the acknowledged leader in the Federal Service. It must maintain this leadership. To do so, professional training methods must be extended to all Regions. The inter-Regional cooperation already under way should take care of it in major part. Many other important problems are pending, but since the Division is not yet fully organized, no definite statement of plans or policy can be made at this time.

Reduction of Personnel

In the event a wide-spread reduction in personnel becomes necessary, it will be the policy of the Forest Service:

(a) To reabsorb, preferably in the units from which they were obtained, the permanent personnel who are now carried on emergency rolls, in positions carrying their current salaries and grades if possible, but in any event not lower than the salary and grade of the employee in question at the time he was transferred to the emergency rolls.

A committee consisting of Kircher, Granger and Keplinger was appointed to consider and recommend a guiding policy for use in event of reduction in personnel. Their report and policy statement which follows was adopted and will be in effect, if and when, it becomes necessary to reduce personnel:

(b) Those to be retained may have to be assigned to work of a different character than they have been doing under the emergency program and they must qualify for available positions; subject to this provision available positions will be filled:

1. By permanent employees in permanent positions or those assigned to emergency positions. The latter will be reabsorbed in the permanent organization preferably in the unit in which then employed and at present salaries but in no case at salaries less than those they were getting at the time of assignment to emergency positions.

2. By employees holding duration civil service appointments when no qualified permanent employees are available.

3. By temporary employees only when no qualified permanent employees or employees with duration appointments are available.

4. In making reductions in any class the less efficient will be dropped first.

5. Transfers will be arranged between units where necessary, to reabsorb permanent employees assigned to emergency positions.

6. Preference in retention should be given to employees holding positions before the emergency over those reinstated during the emergency.

In applying the provisions of paragraph 3 to ECW, until civil service replaces the advisor list system it will not be practicable to substitute technical personnel for those appointed from the advisor lists unless the position requires a technically trained incumbent.

In order to comply with the foregoing policy, the "lines of retreat" for men detailed to emergency positions must be kept definitely opened, but the general rule now will be to provide openings in the unit to which the individual is then assigned, as provided in paragraph 1.

By circular of December 21 the Regions were requested to report on funds needed to finance all regular positions, so that plans may be made to provide positions into which men on emergency jobs may retreat by displacing, if necessary, duration employees who under standing instructions have been informed of their temporary status.

#### Fluidity of Personnel Between Units

A committee was appointed and asked to redraft the statement regarding the so-called roster system so as to include Washington and Research. The draft was not submitted and the following seems expressive of the meeting, based on the discussion.

The movement of men between regions accomplished under the recently tried roster system has been of immeasurable value not only to the Service but to the individuals themselves through opening wider avenues of training and advancement. In view of the success of the roster and the advantages of regional inter-change of personnel, a continuation and broadening of the transfer policy was thought desirable. The existing policy covering transfers failed to include the Washington Office and Research, and the meeting expressed the need for enlargement of the policy to include these offices. General announcement of the general policy is to be made in fairness to men and to secure proper fluidity of personnel. Obviously, it will be necessary for individuals to keep the policy in mind when considering the purchase of homes.

## Organization

In order to strengthen the organization structure and to insure that a definite assignment and clear-cut responsibility will be fixed for each class of work, assignment in so far as practicable for each activity should be made to the same Division in the Regions as they are in the Forester's office, in so far as such Divisions are needed in the Regions. Where not needed the assignment of the responsibility to another Division should be submitted to the Chief for approval. This does not contemplate forcing immediate changes in Regional organizations to conform to the statement but establishes a guiding principle. The statement points mainly to design and permits flexibility and does not force pattern rigidity.

## Inspection

### Policy on general and functional inspection:

Because of the magnitude of present Service activities, it is now extremely difficult to get an over-all picture of the whole from our functional inspection system. This seems to indicate a new system wherein functional inspection and general inspection are in a measure separated.

General inspection will have for its objective a composite picture of the strength and weaknesses of the whole administration of the units and their underlying causes. It will obtain a comparison of performance in all lines with established standards and policies. It will give to the responsible administrator to whose staff the inspector is attached a statement of conditions found, an analysis of the fundamental underlying factors and suggestions for remedial measures. The general intent is to use the staff of Regional Foresters for this purpose, plus a group of general inspectors who may be added to conduct this class of inspection.

The functional men will continue to visit the field for the purpose of functional inspection, consultation and leadership in their fields.

The discussion emphasized the importance and need of general inspection and that functional demands on Division Chiefs preclude their full participation in general inspection work; however, an attempt should be made to secure this type of inspection on the part of the Regional Foresters' staff as well as the functional type inspection.

## PUBLIC RELATIONS

### Plan for organizing this activity

A complete reorganization of the old Public Relations office is under way. The new set-up will include a high degree of centralization. Experience has shown that there is danger in depending on unrelated activities. National movements demand national planning and concerted coordinate activities. The entire Forest Service must act as a unit on national issues.

The new Division is being organized to furnish this planned coordinated leadership. The need is imperative and is universally recognized. This does not mean that the "doing" will be central-

ized or that it will be done by the Division personnel. It does mean that the coordination will come from them and that the machinery necessary to that end will be installed.

#### REVISION OF NATIONAL FOREST MANUAL

##### Announcement of project:

The National Forest Manual is badly in need of revision. This condition, together with the new organization set up and the greater attention to other than strictly National Forest work, calls for a thorough revision or re-writing of the Manual at an early date. In addition a currently urgent demand exists for information that can best be provided in the form of the "Use Books" of several years ago. It is expected that these two projects will be started early next year with the aid of capable men on detail from the field.

#### INTEGRATION OF NATIONAL FOREST AND PRIVATE TIMBER

The Forest Service will aggressively explore the possibilities of developing combined National Forest-private sustained yield working circles to determine how far and in what form this may be in the public interest. The Omnibus Bill contains a section (11) designed to provide enabling legislation.

#### EROSION CONTROL - ADMINISTRATIVE DIRECTION TO BE IN DIVISION OF LANDS

Erosion control work on National Forests is now being carried on by several different Forest Service Divisions, with resulting confusion in that no one Division has full administrative responsibility for this type of work.

Proper erosion-control measures necessarily vary with local conditions and may involve activities under the Division of Range Management, Timber Management, Research, and Engineering. All such activities involve land use, so the Division of Recreation and Lands has a general interest in the work and is in a favorable position to function as a clearing house and assure general administrative responsibility for all Forest Service erosion-control activities, including appropriation estimates. The Division of Recreation and Lands will, therefore, "head-up" the erosion-control activities, acting in close cooperation with the Divisions of Range Management, Timber Management, Fire Control, Research, Engineering, ECW, or any other Divisions handling control work.

This Division will represent the Forest Service in matters of cooperation with the Soil Conservation Service. Suggestions for such cooperation are contained in Mr. Silcox's memorandum to Mr. Eisenhower under date of October 24, 1935.

#### PARK APPROACH ROADS

The Secretary has informed the Secretary of the Interior that the Forest Service is prepared to assure adequate development

and protection, and there is, therefore, no need to transfer to the National Parks or Monuments areas traversed by approach roads. (Letter, L.-Recreation, Roadside strips, dated October 25, 1935.)

The Regional Foresters agreed that the position of the Forest Service should be maintained.

The Regional Foresters asked for and will be advised of proposals and copies sent them of any agreements pertaining to jurisdiction of strips on Park approach roads. In the meantime cooperation should be maintained with local National Park officials, using where applicable the pending (proposed) form of agreement.

## ACQUISITION

### Statement of policy

1. The hitherto prevailing policy of handling acquisition appropriations or allotments as a lump fund with which to purchase cases as they are offered and approved will be abandoned. Instead, there shall hereafter be prepared annually a budget or program for examination and purchase based upon priorities as between "run-of-the-mill," "special," and "sustained-yield possibilities." An allocation of funds will be made to the several regions on the basis of said budgets and with intent to employ the available funds as fully as practicable to acquire the most important offerings.

2. In preparing the budget program proposed above, consideration should be given to the following factors:

(a) Other circumstances being approximately equal, preference shall be given to purchases of lands in Regions, States and administrative units where federal forest ownership is now the farthest below the minimum acreages which should be in federal ownership to effectively meet the requirements of the situation or to permit of effective, economical administration and management.

(b) In view of the large acreage of unacquired land in the established system of purchase units and the probability that funds available for land acquisition will be far below those necessary to reasonably consolidate the present units, the establishment of additional new units will not be recommended or approved except upon a very strong showing that federal ownership in such proposed new units is more urgently necessary and will be productive of greater public benefit than would a comparable enlargement of federal ownership in the existing units.

(c) While the desirability of extensive acquisitions of heavily timbered lands is recognized, the investment in such lands of a disproportionate part of the available funds would entail too large a sacrifice of progress in the consolidation of workable units; consequently, the existing policy of limiting purchases of heavily timbered lands to a total cost not exceeding 25 percent of the available funds will be continued.

3. Every effort should be made to hold to a minimum the proportion of available acquisition funds expended on activities incident to purchases including title work. The objective should be to hold the total of such costs to not more than 15 percent of the total expenditures.

4. The Washington Office of Land Acquisition should be so organized as to permit field inspection sufficient to furnish that office with preliminary first-hand knowledge of all proposed purchase units, all proposed purchases involving large expenditure and all important questions of policy.

5. The amount expended for the purchase of high priced recreational lands within any given Region shall not during any single year exceed 5 percent of the value of all lands recommended for purchase within the same Region and period.

There was no dissent to paragraph No. 1, which was approved. It was understood and agreed that the classification "special" would include nursery sites, administrative sites, key control areas, recreational areas, areas essential to erosion control, etc.

In relation to paragraph 2a, Mr. Kelley expressed the opinion that the Washington Office should size up the situation in making tentative allotments giving preference to cases where large public benefits would be derived. Mr. Peck thought the wording too restrictive. Mr. Pooler requested the inclusion of a clause which will not be interpreted to exclude the West. Mr. Rutledge said the Forest Service should not strait-jacket itself and inclined to share the views expressed by Kelley, Peck, and Pooler. Mr. Show believed that undue weight should not be given to the mere factor of acreage already in National Forests of any given region but that new proposals should be considered on their separate merits. Messrs. Evans, Kircher, and Tinker approved the paragraphs as stated in the program.

Paragraph 2b. Mr. Show thought that all National Forests should be considered. Mr. Kircher thought that new units should be liberally expanded or established so as to keep ahead of the purchase program. Otherwise none of the Regional Foresters expressed any dissent to this paragraph.

Paragraph 2c. There was no dissent to this paragraph.

Paragraph 3. No dissent, but Mr. Tinker was of the opinion that proper consideration should be given to cost of administration and higher percentages recognized where administrative needs could not otherwise be provided for.

General approval was given by the Regional Foresters to paragraphs 4 and 5.

Fulmer Bill Administration )  
                                ) Discussion of Plans and Policies  
Extension of private forestry)

The Fulmer Bill and scope of its provisions was discussed.

this

Mr. Morrell mentioned the immediate consideration, being what can be done to make the bill operative on some scale. The Forester stated that Dr. Tugwell has said that Resettlement will turn over lands to the Forest Service for partial distribution to States. Two other approaches were brought out by Mr. Silcox.

(1) Finance from Acquisition funds with special clause.

(2) State Foresters may urge special appropriations. Discussion of these suggestions resulted also in the fact that transfer of Resettlement lands could be done only with an enabling act. Mr. Sherman stated that under Section 9 of the Clark-McNary Act there may be authority to accept such lands without consent of the State.

Mr. Morrell was to supply each Regional Forester with a list of States:

- (1) Qualified under this Act.
- (2) Not qualified under this Act.

The discussion outline prepared by Mr. Morrell, which follows, was not read in the meeting.

Brief Provisions of the Fulmer Bill:

1. Provides for loans to the states for which the Federal Government will be fully reimbursed except for interest.
2. Should not adversely affect the Federal forest land acquisition program.
3. Provides machinery for developing a desirable balanced ownership of Federal and State forests short of which makes the job more burdensome and difficult.
4. Provides for aiding the states in setting up satisfactory standards of forest administration and management.
5. Provides for developing more satisfactory tax delinquent laws in the states.

The Copeland Report and a recent report of the Land Planning Committee of the National Resources Board (Copeland Report adjusted to meet its own viewpoint) recommends that a large total area of forest land be added to the present 17,000,000 acres of State Forests within a quarter century to effect a balanced national program of forest land management and use. Whether the Copeland Report figures or those of the National Resources Board are adopted, the Fulmer Act provides machinery for progress.

The law authorizes an appropriation of five million dollars to be made available as Congress shall from time to time appropriate. It is understood that no money will be requested in the Budget for the fiscal year beginning July 1, 1936. That means that the project will not get under way unless Congress provides an appropriation not recommended by the Bureau of the Budget or an allocation is provided from the 4,800 million dollar appropriation.

It is believed that an effort should be made to secure an appropriation of at least \$2,000,000 for the fiscal year beginning July 1, 1937. For the present fiscal year it was hoped that an allocation of around \$2,800,000 could be made available for the work relief appropriation. That amount would provide eight 2,500-acre units in each of thirty-five states at an average cost of \$4.00 per acre or eight 1,000-acre units at an average cost of \$10.00 per acre if a higher grade of forest land is to be purchased.

Apparently the State Foresters expect to put on a campaign throughout the country to secure an appropriation up to five million dollars through the next Congress. At the recent annual State Foresters Association meeting at Montpelier, Vermont, a committee was appointed to work for an appropriation for 1936 and an allocation from the present emergency relief appropriation. That committee consists of H. A. Smith of South Carolina, Chairman, Fred Merrill of Mississippi, F. W. Besley of Maryland, H. L. Baker of Florida and E. O. Siecke of Texas.

During the present year nineteen states enacted new legislation which is intended to qualify them for cooperation under the Fulmer Act. Some of the other states may already have satisfactory enabling legislation so that most of the states in our judgment are in a position to take advantage of any cooperation that is available in acquiring state forests under that measure.

A tentative draft of an agreement with the states as required by the Act has been prepared and suggestions for distribution of available funds are ready for further consideration, as well as many areas selected for acquisition, but the most important step in our judgment is to secure money with which to get the project started.

The following questions suggested for discussion:

(1) Should an effort be made to secure allocation of emergency funds to the project? If so, how much and what strategy should be followed in effort to get it? \$2,800,000 is suggested.

(2) What formula should be used for distribution of funds between the states? Attached table shows the one suggested.

(3) Should an effort be made to secure an appropriation in 1936? If so, how much?

(4) What amount should be requested for 1937?

(5) States Relations has proposed that areas should be selected for acquisition by State Foresters in cooperation with State and Private Forestry unit, and purchases be made by the Acquisition unit. Is this a satisfactory arrangement?

(6) What principles should control in the selection of areas for acquisition? The following are suggested:

(a) Suitability of area from the standpoint of supplying part time employment in forest production and wood manufacture to resident agrarian population.

(b) Possibilities of cooperative forest management with contiguous privately owned forest lands.

(c) Value of area for recreation and wildlife production.

(d) Productive capacity, and ability to earn and pay back federal funds advanced for its purchase.

(e) Need for forest management for conservation of soil and water.

(f) Price at which land can be purchased.

#### COOPERATIVE RELATIONS WITH OTHER BUREAUS

Resettlement administration)

) Statement of present situation

Soil Conservation Service )

and policy

The committee recommendations as to a specific plan for co-ordinating general Department of Agriculture activities in the field and cooperative relationships follows: The proposals set forth were accepted in the meeting.

#### GENERAL COOPERATIVE RELATIONS BETWEEN BUREAUS OF DEPARTMENT OF AGRICULTURE IN THE FIELD

1. The work of the Department of Agriculture would be expedited, made more effective, duplications in effort avoided and possibly some financial saving made, if various agencies of the Department carrying on activities in any given Region were coordinated.

2. This coordination can be accomplished by either of two methods:

A. A regional organization developed by grouping local representatives or field officers of the Departmental agencies and placing them in charge of a regional director responsible to the Secretary.

B. A regional council consisting of the field representatives or regional leaders of activities.

3. The first method (A) does not appear desirable for the following reasons:

(a) It would set up additional expensive overhead.

(b) It would interrupt the line of authority, responsibility and policy making between the Washington unit of Bureaus and Divisions and their field or regional representatives, resulting in delayed transmissions of directorial impulses and probably in confusion.

(c) It would break up present regional organizations each of which is especially equipped to carry on its own activity.

(d) The same regional layout would not meet the administrative need of all departmental agencies.

4. The second method (B) seems preferable because:

- (a) It would not have the above mentioned disadvantages.
- (b) It would offer a medium for discussion of plans and co-ordination without applying new and additional administrative compulsion.

5. The following plan is therefore recommended:

A State committee headed up by the State Agricultural college with Dean or President as the Chairman.

It is apparent that coordination of Departmental field work is badly needed in that the Soil Conservation Service and Resettlement Administration are coming into the fields which the Forest Service has occupied for twenty-five years and may point toward unifunctionalism.

The Rural Resettlement Administration, according to expressions from the Regional Foresters, does not have a uniform or consistent policy as to forest land purchases.

It was agreed that the approach to correlation with the Soil Conservation Service and Rural Resettlement Administration should be to secure distribution of instructions from the Washington Offices of the two agencies to their respective field directors and others, that they should call and hold conferences with local Forest Service officers and the other agency, either Soil Conservation Service or Rural Resettlement Administration, as the case may be, prior to the initiation of any new projects.

Unanimously agreed that Dr. Tugwell be requested to instruct his Regional Directors as above, and to furnish them with certain guiding principles for cooperating with the Forest Service; also that all local agreements be submitted to Washington as to

- a. Objectives,
- b. Jurisdiction,
- c. Ultimate disposal.

No action to be undertaken on projects until given Washington approval.

No purchase units are to be established by the Forest Service until the same procedure has been gone through.

It was felt that where establishment of Rural Resettlement Administration and Soil Conservation Service projects are involved in a forest area, that representatives of Soil Conservation Service, Forest Service, and Rural Resettlement Administration should meet on the ground and agree beforehand who is to administer. If forest land and activities are incidental, Soil Conservation Service or Rural Resettlement Administration should assume control; however, if land and forest work are of major importance, the Forest Service should administer.

A committee composed of Kneipp, Tinker and Kircher was appointed to draft an agreement of cooperative relationship with the Rural Resettlement Administration. The committee report was accepted, however, the agreement has not been executed and circumstances now indicate that a new approach will be made to effect harmonious functioning of the Forest Service and the R.R.A.

The preliminary agreement between the Forest Service and the Soil Conservation Service was signed by Mr. Bennett. This agreement only covered new projects and did not properly clarify basic working relationship between the Forest Service and the Soil Conservation Service, so certain changes were made to make the agreement retroactive. Copies of these agreements will be promptly sent the field when they have been properly executed.

#### WILDERNESS AREAS

In his discussion before the Regional Foresters on November 20, concerning Wilderness Areas, Robert Marshall made a general statement, part of which is summarized below:

On Page 472 of the Copeland Report is to be found a definition of "Wilderness Area" or "Primitive Areas" as it is yet called in Forest Service correspondence. Everybody recognizes, excepting the inhabitants of New York City, the need for limitations in Wilderness Areas. The main problem is of balancing Wilderness needs against limitations.

Wilderness Areas are America's unique contribution to recreation.

Wilderness Areas retard commercial use but do not, for example, necessarily block all timber sales. Mining also may be permitted in Wilderness Areas, which later may be fully opened if found to be rich in minerals. Wilderness Areas may likewise have reservoirs for water, but a Wilderness Area policy will retard construction of such reservoirs. And Wilderness Areas may be open to grazing. But the establishment of Wilderness Areas will impede all such developments.

The fire danger may be so high that it may be necessary to break up a Wilderness Area with truck trails, but the comparative value of the Wilderness Areas without truck trails should be gauged against the value for recreation with truck trail construction. In case of doubt try to get along without the truck trails and to handle fire control otherwise. Fire control will be easier if as many people do not enter an area as would enter it after roads have been constructed. Plans should be made for each Area before building any truck trails and consideration given to all viewpoints. The Forest Service Wilderness Area policy is not tight enough to keep truck trails out in some areas where they should not be constructed.

Of all the twenty-one areas proposed in his following list, Marshall claimed that the same type of country - "scenic beauty" - is open to cars elsewhere. Only three duplicate the same types of scenic beauty but since the Forest Service has been responsible for this, he is "glad" -- although he would not have urged such duplication. He pointed out that his program does not lock up the timber in the three greats of commercial timber - the Olympic - Gila and \_\_\_\_\_ . He did not criticize the Region 9 Superior area, "as Tinker has done everything that is necessary there."

Marshall stated that he hoped the Forest Service would buy:  
(1) The Kabetogama State Forest near the Superior. "It is badly managed now." (2) The Okefenokee in Georgia. (3) The Porcupine Mountains, Michigan.

Marshall proposed the following program:

(A) The Forest Service should redefine "Wilderness Area," and see that it is lived up to.

(B) Should set aside all doubtful areas until it is definitely known that they should be broken up. If it is known that they should be broken up, that can be done at any time.

Mr. Silcox stated that Wilderness Areas with reservations caused complaint. "Better have smaller areas without reservations."

Marshall replied, "I would favor the exclusion of roads and water power developments, but in some cases allow grazing and timber use."

Silcox stated that it may be best to have two types of areas, (1) Areas without reservations, and (2) others with reservations, some of which may be fringes of the areas without reservations.

Marshall agreed, stating that Region 9 now does so in the Superior country and the public generally accepts that policy. He proposed "Restricted Wilderness Areas" as a name for the areas defined in (1), above. He again stated that there are going to be few areas from which grazing can be eliminated, since it affects the economic life of the western States. If grazing is kept out, the areas may be called "Natural Areas." In his judgment the invasion of Wilderness Areas by mechanized transportation is the most serious point of concern.

Marshall stated that he believed the public would OK including parts of the South Fork of the Flathead and the Olympic in working circles for logging. Again he stated "mainly keep out mechanized transportation."

Mr. Silcox asked, "Can you get the Wilderness Group to accept your (above) definition?"

Marshall replied that he is only one of eight directors, so can not state definitely, but if the Forest Service places Areas in the non-restricted class which they feel should be restricted, they will object. However, they will support the plan if it is based on full and balanced consideration of all factors. As stated above, they will favor in general having two types of Areas, instead of just the fully restricted type.

The use of airplanes to bring in fire supplies, etc., in order to prevent road construction within wilderness areas is satisfactory. Commercial planes should be kept out for ordinary commercial use.

Power development is out of the control of the Forest Service but there are still many large values in the --- watershed, for example, even with the power development for Seattle.

Kelley stated that National Forest areas should be used to

serve the greatest number. Therefore, how far should we go to serve the very few who use Wilderness Areas? How far should we go in keeping roads out of tremendous areas, such as the Idaho-Selway, in a part of the country having very light population and travel?

Marshall: "I agree with Kelley." The point is to keep a balance of competing values, but consider too the quality of recreation obtained as well as the quantity. The country cannot be divided into so many acres for this and --- . The Government contributes far more to the upkeep of museums and universities, and for such activities as the Symphony Concerts in Washington this summer, than can be justified on a per capita basis. Despite the Wilderness Areas, autoists can be given all the re-creation use they want if the roads and roadways already constructed are fixed up. Instead of being cautious about establishing Wilderness Areas, you have been --- the other way. That the public demand is heavy for Wilderness Areas, note the New York vote. You cannot have the Wilderness Areas too densely used or they won't be Wilderness Areas. As times change, the Government will claim that there has been a too costly road program and then you can point to areas not so developed.

In reply to Mr. Rutledge's question, Marshall stated that "I repeat -- very few of those Idaho Areas would be set aside without grazing." May sometime in the future log the country. Prospecting for mining values may be done without roads. Some Areas though may be closed completely.

Kneipp pointed out that it would be a good thing to hold up mining for awhile.

Ovid Butler: Marshall and I agree. I am as strong for the Wilderness Area idea as is he. I hope the Forest Service will develop that policy to the highest point justified by the best foresight of all of us. Wilderness Areas with reservations is one of the weakest points of the Forest Service, as the people feel that the Areas can be opened at any time. They should, therefore, be without reservations. Our Trail Riders have shown need for Wilderness Areas. Means are needed to get to these Areas, so as to make it possible to have the Wilderness Areas used at low cost. If we had facilities to advertise, we could have twenty Wilderness trips.

Loveridge proposed that while this planning, reconsideration, and analysis is under way, we should "close-to-entry" to all roads, the Areas shown on Marshall's list, excepting upon the specific approval of the Chief for each proposed road.

Marshall: Loveridge's proposal is vital -- the burden of proof is on the opening to roads.

Marshall stated that he hoped the Salmon River could be closed to roads. Watts stated that it was not "realistically possible."

Peirce: There are now 11,500,000 acres in Primitive Areas.

Granger: I believe we should set aside enough of each major timber type to serve as a --- . There are 30,000,000,000 feet in the Olympic Area. Should it be set aside to show as a museum of timber or for re-creation of those who go on long trips?

Marshall: I would go between those two extremes. It is important to set aside large areas of virgin timber. That is the only big area of big timber left. I don't think it needs to be closed entirely - but for a "limited Wilderness Area." For the present, at least, keep out roads and later put them in as needed, but always keep some of the area in the "restricted" class.

C. J. Buck: 50,000 people are dependent on that area.

Kneipp: I have told Mr. Silcox that Marshall's group objected to motorized transportation, but did not object completely to grazing and timber use within reason.

Marshall: That is generally my position. There has already been an intrusion of live stock and although I would like to see them taken out, the economic situation makes it impracticable, although reduction in numbers seems called for by the carrying capacity of the range. As sanitation facilities are needed and demanded, it would be logical to construct those of a primitive type.

Silcox: We need to formalize our Wilderness Area program in order to avoid having jurisdiction taken away from us. We can then publicize and capitalize that the Forest Service favors this type of recreation. I am inclined to the lesser areas - ~~unrestricted~~ - so that we will not need to hedge. Then the extensions can be lines drawn around the ~~un-~~ restricted areas. If possible, we should get the approval of Marshall's Wilderness Society to our program. Regional Foresters before they leave Washington are asked to take the individual maps and indicate thereon where the Wilderness Areas should be, going over them in detail with Marshall at this time. We should then get out, as soon as possible, a statement of policy and publicize it.

Following is Marshall's tabulation of proposed Western Forest Service Wilderness Areas as used in the foregoing discussion. The notes on the tabulation are his.

MARSHALL'S PROPOSED WESTERN FOREST SERVICE WILDERNESS AREAS

<u>Name of Wilderness</u>	<u>Acreage</u>	<u>Region</u>	<u>Status</u>	<u>Other Bureaus Involved</u>
Selway-Salmon River	2,800,000	1, 4	Part established	..
Northern Cascades	2,000,000	6	Part established	..
High Sierra	1,900,000	5	Part established	Park Service
South Absaroka	1,800,000	2, 4	Complete	Park Service
Olympic	1,200,000	6	Part established	..
South Fork	1,000,000	1	Complete	..
Wind River Mountains	1,000,000	2, 4	Part established	Indian Service
North Absaroka	800,000	2	Complete	Park Service
Gila	600,000	3	Complete	..
North Yosemite	500,000	5	Complete	Park Service
South Yosemite	350,000	5	Complete	Park Service
San Juan	300,000	2	Complete	..
Salmon-Trinity Alps	250,000	5	Part Established	..
High Uintahs	250,000	4	Complete	..
Marble Mountain	250,000	5	Complete	..
Bighorn	200,000	2	Part Established	..
Mission	200,000	1	Part established	Indian Service
Upper Priest River	200,000	1	Potential	State of Idaho
Grand Teton	200,000	4	Part established	Park Service
Beartooth	200,000	1	Complete	..
Eagle Gap	200,000	6	Complete	..

## IMPROVEMENT MAINTENANCE

The Regional Foresters requested that sufficient additional funds for spring maintenance be obtained, if possible, by deficiency legislation.

Such a request has been forwarded to the Department.

## Cost Accounting Records

The Forester agreed that this subject would be studied and a report prepared for consideration at a future meeting of the Regional Foresters.

Lewis Bill, Taylor Act, Omnibus Bill, and other special legislation were also discussed.

## PERMANENT FORM OF ECW

The principles that should be followed in setting up a permanent CCC organization were discussed at length in the general meeting, and many individual questions were put to a vote. Following this discussion the Forester appointed Messrs. Buck, Evans and Kircher as a committee of three and Stockdale as a representative of the ECW Division to draft a brief summary of the recommendations. This summary follows:

### Recommendations for a permanent CCC

1. SIZE - A maximum strength of 300,000.
2. ENROLLEES - Physically qualified single male citizens, 18 to 25 years of age. Selections not based on principle of relief. No provision for special classes, except special summer enrollment of limited number of forest school students.
3. ENROLLMENT - For period of one year, with privilege of one re-enrollment for a like period. Enrollment to be made quarterly to replace losses and maintain strength.
4. PAY AND ALLOWANCES, AND HOURS OF WORK - The monthly rate of pay to be based upon a net wage of \$15.00, plus an allowance for subsistence and clothing based on the estimated average cost. Any unused allowance to be paid enrollee at time of discharge and any charges in excess of allowance to be deducted from the net wage, provided that each enrollee will be entitled to not less than \$5.00 cash payment each month. Minimum standards of clothing to be required and clothing made available through commissary. Forty hours of work per week on the job with proportionate reduction in pay for work hours devoted to educational activities, except for so-called "training on the job." Provision to be made for increase in rate of pay for enrollees assigned to jobs of higher responsibility up to 15% of the number of enrollees, and up to 100% increase in the net wage.
5. Overhead - To be appointed under Civil Service regulations by open competitive examination. Present incumbents not to be "blanketed in" nor given non-competitive examinations.
6. Authorized classes of work - Present classes as authorized,

with more definite authority for recreational, wildlife, fish and game development and more definite limitations for some of the more questionable classes such as mosquito eradication, etc.

7. Authorized work on different classes of land - Conservation work of any class as provided under (§.) above on Federal lands. The same classes of work may be undertaken on State or other public lands where the State has by legislation given reasonable assurance of the continued maintenance of the improvements and administration of the areas for public purposes.

On privately-owned lands projects may be undertaken within the classes authorized for State lands, provided (a) the work is in the public interest, as distinguished from the interest of the landowner, and contributes to the stabilization of community employment and development, and (b) the continued maintenance of the improvements and use of the land in the public interest is reasonably assured through State legislation and/or agreements with private owners either through State officials or direct.

Preference shall be given in assigning CCC camps to work on State and Private lands to those States and projects on which contribution in meeting the current costs of CCC will be made.

The specific policies and procedure needed in carrying out these requirements for State and Private lands will be set forth in rules and regulations by a Board, creation of which is hereinafter recommended.

8. Education and Welfare - Provide for training in vocational skills, conservation and allied activities under supervision of the two Departments, Agriculture and Interior. Hospitalization and medical care to be provided as required.

9. Organization and Authority - As far as practicable place the administrative authority in the hands of the three executive Departments, Labor, Agriculture and Interior. Create a Board consisting of the three Secretaries to promulgate such joint rules and regulations as are required to insure uniform administration and correlation between the Departments.

10. Distribution of Camps or Work Strength - A formula is needed to guide the distribution of camps between States. Such formula should give more emphasis to the work needs than the present distribution reflects.

In States where comprehensive land use and development plans have been prepared the priorities indicated by such plans will be considered in selecting work projects.

11. Legislation - The act to be so drafted as to enable future appropriations to be included as items in the regular Departmental appropriation bills.

The act to adequately cover the following matters: Size of Corps; enrollee age limits; period of enrollment; creation and

functions of the Board; general functions of the three Departments involved; Civil Service selection of overhead; general classes of work permitted and general requirements pertaining to State and Private lands; division of the Corps between the Departments of Agriculture and Interior; and a formula for guidance and protection of the Departments in making allocations of camps or work strength to the various States.

There seems to be considerable question at this time as to whether the President will request legislation at the coming Congress for a permanent CCC organization. Rather, it is expected it will be extended during the fiscal year 1937 on an emergency basis, organized about as at present but with the enrollment quota reduced to 300,000.

### Range Management

Questions of policy on

- (a) Issuance of five year permits beginning in 1936.
- (b) Reductions for protection.
- (c) Reductions for distribution.

were discussed in the meeting. Mr. Rachford stated that it would probably be best to delay final decision regarding term permits and reduction until after the Forester attends the various livestock association meetings with Mr. Wilson in January. It seems probable that some modification is needed of our present policy as adopted recently.

It is expected the revisions would be made somewhat along these lines.

(1) Issue term permits in 1936 for the 5 year period 1936 to 1940, inclusive.

(2) Modify the reduction program to the extent that the maximum reduction of 30% will apply over the period 1935-40. This will extend the period one year, and the reductions made in 1935 will be deducted from the 30%. Other provisions of the 1935 policy pertaining to reductions will remain in effect.

(3) Make no reductions for redistribution of grazing privileges during 1936.

The above policy will be in effect only if approved by the Chief and after the association meetings. It is of course confidential at present.

### WILDLIFE

The Forest Service will recognize and define the true place of wildlife in the National Forests, and will work progressively and aggressively to create the physical conditions and establish the principles of management essential to maintain appropriate numbers of all suitable species of game animals within each Region and/or administrative

unit. To that end a permanent technical personnel will be developed and specific plans of wildlife formulated as rapidly as controlling circumstances will permit.

In the execution of progress and plans of wildlife management, every effort will be made to cooperate with and through State and other local agencies but the legal powers of the Federal Government will be invoked (only) when no other course of action adequately will safeguard the public interest.